

# European Crime Prevention Award (ECPA)

## Annex I – new version 2013

Please complete the template in English in compliance with the ECPA criteria contained in the RoP (Par.2 §3).

### General information

1. Please specify your country.

Spain.

2. Is this your country's ECPA entry or an additional project? (**Only one ECPA entry per country plus a maximum of two additional projects may be submitted**)

Spanish entry in the European Crime Prevention Award 2013

3. What is the title of the project?

The Family Assistance Unit as an Expert Team on Providing Assistance to the Victims of Domestic Violence.

4. Who is leading the project? Contact details.

The Central Family Assistance Unit of the CGPJ belonging to the Cuerpo Nacional de Policía is coordinating and technically supporting the territorial SAFs deployment in the regional headquarters, provincial, local and district police stations of Spain

Contact details:

COMISARIA GENERAL DE POLICIA JUDICIAL

SECRETARIA GENERAL

SAF CENTRAL

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5. What was the start date of the project? Is the project still running?

The SAFs deal with domestic violence from a police viewpoint. They take into account the current social development and legal provisions, population increase, multiculturalism and the increased reports of this type of violence, with new types of crimes where new technologies and drugs abuse are involved.

The expert criminal teams dependant of the Criminal Police General Department were named SAMs (Services for Women's Assistance) were established in the 80's and have evolved to the present SAF teams (Family Assistance Unit). These teams are experts on assisting domestic violence and gender violence victims; they provided special assistance to minors' victims of domestic violence, women victims of gender violence and sexual crimes, and to intellectual disabled persons as vulnerable groups potentially exposed to violence.

Presently, the SAFs are one of the main actors in the fight against domestic violence. In many cases they are the first state actor as for assistance, investigation and protection of women, minors, and older people who are victims of domestic violence.

The greatest efforts made by the Cuerpo Nacional de Policía to enhance the expertise and training of officers dealing with gender violence are based on the Organic Law 1/2004, dated 28 December, on Comprehensive Protective Measures against Gender Violence by mandate of this Law.

Nowadays, the CNP has deployed 110 SAF teams throughout the national territory with 885 expert officers.

6. Please give a short general description of the project. (**Abstract max. 150 words**)

The **FAMILY ASSISTANCE UNITS** are deployed throughout the national territory; they are a comprehensive police service that is working 24 hours a day; they provide a special expert and tailored assistance to domestic and gender violence victims; special attention is given to most vulnerable groups (women, minors, disabled and elderly people). These units carry out **operational activities** concerning investigation and prosecution of crimes committed within the family environment and **assistance activities** as for coordination with other institutions to respond comprehensively to the problem and provide advice, transfer, follow up and protection of these victims. The SAFs coordinate their activities with the UPAPs (expert units for prevention, assistance and protection of women victims of gender violence). They are tasked with monitoring of judicial measures concerning victims under the 1/2004 Law).

As a consequence of frequent violent incidents within families where minors are involved, it became necessary to strengthen the commitments of the CNP and SAF concerning minor protection victims of this type of violence.

**I. The project shall focus on prevention and/or reduction of everyday crime and fear of crime within the theme.**

7. How does the project contribute to the prevention and/or the reduction of crime or the fear of crime? (**Max. 150 words**)

The comprehensive, expert, tailored and ongoing assistance of SAF helps to

- draw domestic violence from private scope by means of reporting before the relevant bodies,
- curb gender and domestic violence by provision of care assistance to victim
- relevant investigation and evidences gathering when a crime is committed, achieving this way a penal rebuke with a suitable verdict, and a social rebuke of these violent behaviors within the family and
- the full recovery of victims and their families.

The CNP has performance procedures and protocols on domestic violence within the Force and with the network of the coordination resources and instruments needed of other institutions.

The CNP performance does not end within the force, it develops actions and mechanisms that provide mutual advice, harmonized and coordinated participation with all involved institutions; it is a successful multi-agency approach on domestic violence fight. Every involved institution is contributing to achieve a common goal and mutual benefit.

8. How is the project related to the ECPA-theme selected by the organizing Member State? (**Max. 150 words**)

The CNP – through the expert teams – contributes to promote strategies aimed at domestic violence prevention, by general participation addressed to the general population, selective participation addressed to vulnerable population and an immediate participation aimed to avoid the commission on new violent acts. To achieve this, the Force has specific tools for risk assessment for each case, so relevant protection measures can be tailored, apart from a Comprehensive Tracking System for gender violence cases. This information system is focused on a “preventive” approach; it enables to warn experts and ease the comprehensive monitoring of violence gender cases.

It is established a comprehensive and coordinated system to protect women victims of gender violence, through specific programs on the subject.

The police strategy aims at facing and addressing gender violence from a performance multidisciplinary approach.

9. How is the project contributing to raising citizens' awareness of crime prevention? (**Max. 150 words**)

Victim's assistance as core part of the system: Immediate response, special protection and customized assistance aimed by the SAF, encourage victims to report, reduce their secondary victimization during the proceedings and their protection after the report.

Relevant information and appropriate transfer, police accompanying during the judicial procedures, provision of higher victim's subjective protection, a polite attention prevent high risk circumstances as to resume cohabitation, withdrawal of report or to abandon the protection status granted.

Efficiency during the clear up of crimes. Successful investigations lead to convictions in courts, and this will help in the recovery process of the victim.

Involvement of general public in the prevention of risky situations for potential victims and to report witnessed actions as public crimes.

Awareness raising campaigns and response to the gender violence from and for law enforcement agencies. These have achieved a higher degree of involvement of society.

**II. The project shall have been evaluated and have achieved most or all of its objectives.**

10. What was the reason for setting up the project? What problem(s) did it aim to tackle? How, when and by whom were these problems defined? (**Max. 150 words**)

The SAF has been developing and improving the scope of its duties in accordance with the in-force legal framework, which the legislator has dealt when faced the different public policies on this subject. This legal framework has aimed at strengthening specific provisions on this field. This legal framework is based on a comprehensive and multidisciplinary protection of the ill-treated women including all fields: prevention, education, social, labor, health care, assistance, security and of guarantee of the victims' rights.

This legislation implies an innovation concerning the police approach of the ill-treatment crime as the SAF – in accordance with the Organic Law 1/2004 - promotes strategies aimed at preventing domestic violence by establishing expert units on

victims' protection and designing tools that enable to detect the risk level suffered by a victim and the police and judicial measures appropriate for his/her protection.

11. What were the objective(s) of the project? Please, if applicable, distinguish between main and secondary objectives. **(Max. 150 words)**

- To improve efficiency on police approach towards crimes committed in the domestic and gender violence in the following fields:

**OPERATIONAL-POLICE:**

- Deployment of SAF as expert units on victim care and to investigate the relevant crime and deployment of UPAP as expert units on victim's protection.
- Action protocols on gender and domestic violence.

**PREVENTIVE-POLICE:**

- Preventive actions: Minimize the gender violence victims by the provision of judicial protective measures.
- To reduce the black figure (unreported crimes) of domestic violence crimes
- Police approach to victims.

**SOCIO-EDUCATIONAL POLICE TRAINING :**

- Awareness raising and response campaigns to gender violence from and to law enforcement agencies.
- Recruitment of expert staff for the SAF and UPAP. Training programs for law enforcement agencies. The continuous training is the foundation for the improvement of the quality of the service rendered by these officers.

12. How was the project implemented? How were these objectives translated into actions? What was the action plan of the project? **(Max. 300 words)**

Detection and prevention actions of domestic violence episodes  
Customized assistance to victims by expert officers (continuous training)  
Thorough investigation of the circumstances/crimes that enable to adopt a relevant criminal conviction.  
Drawing performance protocols on this subject.

Special attention is paid to vulnerable groups of domestic violence. Active cooperation of the SAFs on training and prevention programs concerning minors, teenagers, older people, immigrants and disable people (as most vulnerable groups).

Coordinated participation, fast and efficient, concluding in an improved service rendered and the victim's satisfaction.

Deployment of 110s SAF at provincial and local level. They render expert assistance to victims 24 hours a day. They have a specific structure and special features that render victims an immediate response, special protection and a tailored assistance.

There were drawn coordination, collaboration and transfer protocols among those expert persons dealing with family violence. It was established a specific road map among the different social agents involved in the process, easing the flow of the information and making it disappear from the private scope.

From the legal police point of view, there were set up communications channels for a fast communication, so getting a higher efficiency in the police investigation and preventing repeated victimizations.

13. Was the context analyzed **before** the project was implemented? How, and by whom? Which data were used? (**Max. 150 words**)

The first police units involved specifically in assistance to women victims of violent crimes, so-called SAM (Assistance to Women Service) were set up in the 80's within the Criminal Police General Department. This way, the Constitutional mandate given to law enforcement agencies of protecting the free exercise of citizens' rights and liberties was fulfilled.

The highest effort made by the Cuerpo Nacional de Policía on this subject was carried out since the entry into force of the Organic Law 1/2004, dated 28 December, on Comprehensive Protection Measures against Gender Violence. This law grants gender violence a comprehensive legal response embracing substantive procedural rules, penal and civil provisions.

The strategies and guiding principles of this law have been implemented into the Spanish legal system; these legal and operational measures involve many actors to achieve their aims: social and educational, judicial, prosecution service, National Health Service, police and prisons.

14. Has the project been evaluated? Internally and/or externally? Process and/or impact evaluation? How, when and by whom? Which data and techniques were used? **(Max. 300 words)**

The SAF has carried out its duties concerning women victims of gender violence enabling police participation to be more efficient and effective in the fight against gender violence.

Programs and activities carried out by the CNP in Spain are successful in the sense that not only there is a diminishing of crime rates, but also police programs on prevention, assistance and protection of women victims of gender violence have obtained excellent outcomes regarding the decrease of crime fear levels.

The Comprehensive Tracking System for gender violence implemented by the Secretary of State for Security, by Order Nr 10/2007, is a computer software containing all reported gender violence cases in Spain, coming from the different law enforcement agencies.

This software enables to obtain different type of reports, number of victims and risk levels assigned to each of them: This is very helpful concerning the staff and has direct effect on the possibility of rendering customized service covering the needs of assistance and protection of the victims.

This System is founded on a "victim oriented service". This System tries to create a knowledge management culture that enables to weave a virtual net, with the only goal of "protecting comprehensively the victim". This is a preventive knowledge management, and alerts as many experts as necessary to maximize the security levels of victims of gender violence.

15. What were the results? Was the project implemented as originally intended? To what extent were the intended objectives of the project achieved? Please refer back to the objectives mentioned in question 11. What works/has worked for whom in what circumstances? Were there any unexpected side-effects? **(Max. 300 words)**

Law Enforcement Agencies tasks scope concerning women victims of ill-treatment or gender violence becomes determined by a set of performance and cooperation protocols among the different actors and agents/bodies (Police forces, Judiciary, Penal Institutions, Social Welfare, etc) that are aimed to tackle the problem in a multidisciplinary way).

Police Forces' basic actions mainly performed by experts officials on violence against women, are limited to the performance of measures directly aimed to prevention and investigation of violent acts.

This performance field has led to a specific structure and to its own characteristics that define the police forces' units involved in the attention of women

victims gender based violence

## POLICE PERFORMANCE PROTOCOLS

### PROTOCOLOS DE ACTUACIÓN POLICIAL



NT. Law Enforcement competence/jurisdictional scope

Inner circle: Activities, Procedures, Performance Protocols, Cooperation Protocols

Outer circles from right to left: Police Forces, Judiciary, Health Care, Education Penal Institutions, Equality Department

Multidisciplinary Actions

16. Are there any reports or documents available on the project and/or the evaluation of the project? Please, provide references to the most relevant ones. **(Max. 5 references)**

1. Protocol on Law Enforcement Performance and on Coordination with the Judicial bodies for Protection of Domestic Violence and Gender based Victims are amended pursuant the 1/2004 Organic Law
2. Violence Victims Protection Ministerial Order Implementation Protocol
3. Gender bias Violence Comprehensive Tracking System (State Security Secretariat Instructions 10/2007 SES)
4. Protocol for Police Assessment of the risk level of violence against women pursuant the cases of the 1/2004 Organic Law , dated November 28<sup>th</sup>

Performance Protocol for the Implementation of the Telematic System to enforce the temporary restraining orders to prevent gender-based-violence

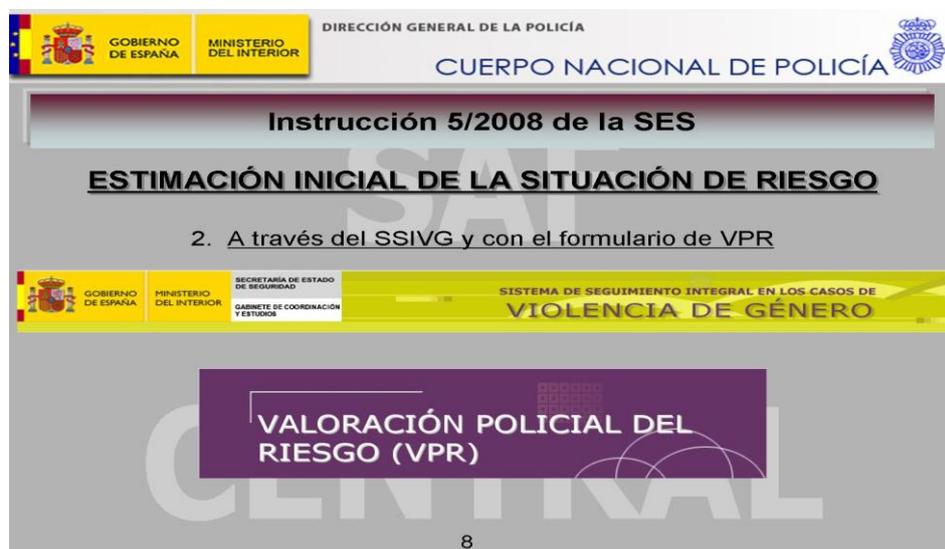
**III. The project shall, as far as possible, be innovative, involving new methods or new approaches.**

17. Why is the project innovative, original or creative in its methods and/or approaches? **(Max. 150 words)**

Innovative project:

**Implementation of SAF risk evaluation methodology tool and adoption of concrete victim protection measures according to the determined risk level.**

Tools (DB): for Police Risk Assessment (VPR) and Police Assessment of Risk Evolution (VPER) all these under the regulations of the 10/2007 and 5/2008 Instructions of the State Secretariat for Security approving the Protocol on Violence against women under the cases set up by the 1/2004 Organic Act dated 28<sup>th</sup> December and its submission to the judicial and prosecution bodies.



**Performance Protocol for the Implementation of the Telematic System to enforce temporary restraining orders to prevent gender-based-violence (issued on 8<sup>th</sup> July 2009).**



**IV. The project shall be based on cooperation between partners, where possible.**

18. How and to what degree were relevant stakeholders involved (directly or indirectly) in the project? **(Max. 150 words)**

CNP performance is not limited to an internal level but, we must enlarge its influential area by developing actions and instruments providing: mutual advice, harmonized participation and coordination with all the social and involved administrations and a successful multi-agency approach in the fight against domestic violence. In this way each institution will contribute in this multi-process chain.

19. Which other (local, national, international) partners were involved in the planning, development and/or implementation of the project? Who were they and what were their roles? **(Max. 150 words)**

-Criminal Police General Department, (Family Assistance Unit- SAF) and Citizens Security General Department (Prevention, Assistance and Protection for Victims of Gender bias Violence Units, UPAP)

**CNP Human Resources Subdirector General** by its **Staff Division** and the **Training and Updating Division**, devoted to selecting and training officials expert in SAF and UPAP subjects.

-**Coordination and Studies Office** frameworked in the State Secretariat for Security of the Ministry of the Interior. It manages the Comprehensive follow up System for Gender based violence cases.

- **Justice Administration** takes part in the project for preventing, assisting and protecting women victims of gender-based violence establishing a Central Registry for protecting such victims.

- **Violence against Women (Magistrates') Courts.** Judicial bodies' composition and competence were modified by the Organic Law for establishing

specialized courts in gender based violence. Nowadays one or more Courts for prosecuting violent acts against women have siege in the capital towns of their jurisdiction districts.

**Ministry of Health, Social and Equality Services, The Bar, and the rest of Law Enforcement Agencies (Civil Guard and City Councils' Police )**

**V. The project shall be capable of replication in other Member States.**

20. How and by whom is the project funded? **(Max. 150 words)**

The police project of the Spanish Cuerpo Nacional de Policía to set up the Family Assistance Unit as an expert team on assisting victims of gender violence has been fully funded by the yearly budgets of the Cuerpo Nacional de Policía of Spain.

Likewise, the daily activities carried out by the police officers involved in assistance to victims of domestic violence make use of databases and computer applications funded with the Spanish State Annual Budget.

21. What were the costs of the project in terms of finances, material, infrastructure and human resources? **(Max. 150 words)**

Police Staff

The total figure of operational SAFs in the national territory is 110.

The total figure of staff is 885 police officers, of different ranks and categories.

22. Has a cost-benefit analysis been carried out? If so, how, and by whom? What were the findings? Please provide supporting information. **(Max. 150 words)**

The cost-effectiveness is assessed by the Directorate General of the Police yearly by adapting its yearly budget to the needs arisen from the previous year police activity.

23. Please describe the context of the project in as much detail as possible: basic theory or principles which form the basis of the project, geographical area, legal context, timescale. **(Max. 300 words)**

This project has a national scope, providing service to the Spanish citizens and residents in Spain, and it is implemented within the Cuerpo Nacional de Policía jurisdiction.

The legal framework is covered by the Organic Law 2/1986.

The timescale is permanently adapted to the needs detected during the implementation of this Project.

24. Please, write a **one page** description of the project:

SAF Units performance regarding women who are victims of ill-treatment and gender based violence is determined by a set of performance and cooperation protocols that govern the relation among the different actors and officials (police bodies, judiciary, penal institution, Welfare Services, etc) aiming to confront this phenomenon with a multidisciplinary approach.

The different protocols adopted to combat domestic and gender based violence by these specialized units (SAF and UPAP) deal the following basic aspects:

1. - **The victim's access to the restraining order (*orden de protección*) and its fundamentals.** Its regulation since 2003 pursuant our Criminal Procedure Act (L.27/2003) means a relevant development in the fight against domestic violence because it unifies, for a single request, the different victim's protection instruments (penal, civilian, protection and social) foreseen by our legal acquis.

2. - **Victims' protection and investigation. Coordination with judicial bodies.**

There exists, among the different public authorities, a compromise for achieving more effective protection for gender based violence victims, by increasing in all the Criminal Police Units the number of police officers specialized in fighting domestic and gender based violence regulating their activity for optimizing victims protection. One of the main targets of the protocol is judges and police officers coordination by ensuring and agile and fluid communication between both bodies in order to guarantee victims protection.

3. - **Coordination with city council police forces.** Aiming at the optimization of staff and material resources of the existing Law Enforcement Agencies within the municipality territory guarantying, in this way, the effective enforcement of the judicial decisions adopted for gender based violence victims' protection, and pursuant the Article 31.2 of the Organic Act 1/2004 dated December 28<sup>th</sup> on Comprehensive

protection measures for fighting gender based violence.

#### **4. Legal Advice for the gender based violence victims.**

Aiming at the effective observance of the victims' right to an immediate, free and specialized legal advice, coordination measures among the State Law enforcement Agencies and the different Bar associations, having the goal of giving legal advice to the victim as soon as possible.

#### **5. - Protection for foreign women with irregular residence in Spain who are victims of gender based violence.**

The Spanish National Police Force has constantly fought for achieving the most possible protection for foreign women victims of gender based violence provided that due to their condition of foreigners, and because their irregular administrative status in Spain, are especially vulnerable. Nowadays, any foreign woman, staying at the Spanish territory and victim of gender based violence, will have access to special instruments for obtaining working and residence permits.

#### **6.- Victim protection (risk assessment)**

From the moment when a gender base violence case is known, there are performed the investigative actions allowing to establish both the risk level endured for the victim and the police and judicial measures to be implemented for her protection. Furthermore, the risk assessment will be updated when the initially assessed circumstances become modified or be disclosed, as the time goes by, new data or background/ criminal records.

The assessment of the risk situation regarding violence against a woman and its evolution will be made using the tools and standardized forms approved by the State Security Secretariat. When a concrete level of risk for the victim is disclosed, the victim will be granted concrete protection measures.

In the year 2009, it starts the implementation of the violent aggressors' closeness detection electronic devices if they approach to the victims of gender base violence, in order to guarantee the restraining order measures accorded by judges. Likewise, a telematic tracking system at the disposal of the judicial bodies was implemented for detecting the fulfillment of the preventive measures adopted. The technical guidelines of the development of this tracking system were elaborated by Law Enforcement Agencies.